OPEN SOCIETY FUND B&H

2001

ANNUAL REPORT

Open Society Fund B&H Programs

Education
OSF B&H is going to contribute to the development of an educational system that is professional, democratic, and that promotes ethnic tolerance and an appreciation for cultural diversity. The program that aims to system-wide educational change will focus on secondary schools.
Program Coordinator: Dženana Trbić, dzenana@soros.org.ba

Youth
OSF B&H Youth program is going to build capacity of the youth themselves to bring about considerable changes in their position through incentives and requirements embedded in new youth policies.
Program Coordinator: Aida Čengić, aida@soros.org.ba

Law Program
The Law Program of OSF B&H aims at the creation of an environment conducive to the rule of law and human rights protection. OSF BH will contribute to improvement of knowledge and skills of professionals so to become major pillars and promoters of the rule of law in the society.
Program Coordinator: Mervan Miraščija, mervan@soros.org.ba

Local Governance
Promotion of culture of transparency and accountability among local governments and strengthening democratic values through disclosure of information and civic participation are the essence of Local Governance Program.
Program Coordinator: Bogdan Popović, bogdan@soros.org.ba

Civil Society
Civil Society Program is developed in order to increase public understanding of civil society concept as well as to enhance civil initiative in the specific parts of BH territory.
Program Coordinator: Hrvoje Batinić, hrvoje@soros.org.ba

The Roma Program
Roma Program is going to support and enhance Roma people through education of Roma children and strengthening Roma NGO s so to become an advocate for their own community.
Program Coordinator: Hrvoje Batinić, hrvoje@soros.org.ba

Women's Program
The OSF BH Women's Program is going to support the building of non-discriminatory and non-violent gender culture in BH society and to promote the advancement of women's human rights, equality and empowerment of women as an integral part of the process of democratization.
Program Coordinator: dr Nada Ler-Sofronić, nadals@soros.org.ba

Open Society Fund B&H
Report 2001

Report 2001

The time period 2000-2001 was a turning point in the work of the Open Society Fund B&H. Instead of an approach typical for war and post war periods, which included support to a considerable number of activities in very diverse areas, the new strategy of the Fund, adopted in September 2000, focuses on a limited number of areas which are, in our opinion, the priorities on the path of development of open society in Bosnia and Herzegovina.

This Report presents an overview of the main activities of the Fund, by the different program areas, for the time period from the adoption of the new strategy until the end of 2001. More detailed information is available at the OSF B&H web page: www.soros.org.ba

Education Program

Strategic Overview of the Process of Change

The goal of the OSF B&H Education Program is to contribute to the development of the B&H education system which is professional and democratic, and which promotes ethnic tolerance and cultural diversity. Accordingly, in the strategy of its 2001-2003 Education Program, OSF B&H developed the project "Model of Systemic Changes in Secondary Education" with the intention of integrating the existing curricula and offer a model of reform in a network of no less than 10 secondary schools in a canton.

The Project envisages a long-term strategy of education development, including both "top-down" and "bottom-up" approaches, i.e. working simultaneously on the improvement of both levels: institutions of the system and autonomous centers. It also includes coordination with other education programs developed in the Foundation, cooperation with network programs and different institutions in the region, in order to achieve better synergy and results at the systemic level.

Other principles important for strategy development were:
- establishment of the project management structure which would be part of the existing education system, rather than a structure that would try to influence reforms from outside the system
- focusing on attainable goals
- being realistic in relation to political obstacles, and trying to influence them over time
- developing flexible programs, adaptable to changing circumstances, and using new possibilities brought by changes
- active participation of all the players in the education system: Cantonal Ministry of Education, Institute of Pedagogy, teachers, school principals, students, parents, donors, professional associations, etc.

Implementation of the Project started in February, following the signing of the Cooperation Agreement with the Ministry of Education of the Tuzla Canton. The Agreement defines the partnership between the Ministry and OSF B&H, as well as duties and responsibilities of both

institutions regarding the implementation of the project in the coming three years. The structure was then established, based on a network of 14 secondary schools, the Working Group and the Project Manager.

The Project is located within the Ministry of Education, that is, in its executive department - the Institute of Pedagogy. This is in accordance with the principle that systemic changes may be initiated and implemented only if acting from within the system. We also hope that this will be a way of building the capacities of the Institute itself.

The basis of the Project is a network of 14 secondary schools (mainly general high-schools) willing to enter the process of change. This number is 43% of the total number of secondary schools in the Tuzla Canton. The plan is to increase this number in the following year, with a possibility of including schools from the Brčko District, Bijeljina, and Zvornik, which have already expressed their interest in the project. The criteria for participation of schools in the network included a written confirmation of interest of both the principal and the teachers in active participation in the education system reform process.

The Working Group in Project consists of members of the community interested or directly involved in the education system. Those are: representatives of the Ministry of Education, Institute of Pedagogy, Secondary School Teachers' Union, Faculty of Philosophy, school principals, representatives of students and parents, VET Phare, CIVITAS and EMIS projects, non-governmental organizations and a member of OSF B&H.
The Working Group defines the strategy, supervises project implementation, coordinates activities of different education institutions and projects, monitors and evaluates progress.

The Project prioritizes the following program areas:
- Development of education policy at the level of cantons
- Pre-service and in-service teacher training
- School organization and management
- Curricula, syllabi and textbooks
- Informal learning; community involvement in the learning process

Education Program

From the beginning of the Project implementation, the Project team has been working intensively with the Ministry of Education, teacher training colleges, institutes of pedagogy and inspectorates, in order to effect the change in the education system. As a result of this cooperation, in November the Ministry of Education prepared a draft proposal of changes and amendments to the Law on Secondary Schools, which envisaged the establishment of students and parents councils, as well as students' cooperatives. The proposal is currently offered for public debate as part of the adoption procedure.

A workshop with members of the Project Working Group and the control group including students, parents and teachers, was organized on the Modrac Lake in late November. The objective was to define the vision/mission of development of secondary education in the Tuzla Canton and to define strategic priorities of the Project. Participants to the workshop arrived to a vision statement: "Economically and socially active secondary schools, led by interests and abilities of students, and needs of the labor market".

A team of B&H experts engaged by OSF B&H prepared a needs analysis, for the purpose of identifying needs, interests, priorities and resources of all institutions, individuals and organizations taking part in pre-service and in-service teacher training. As for training and further education of teachers, the following problems were identified:

- legal framework fails to give a clear and integral goal of further education, or a clear definition of rights and responsibilities of institutions and individuals taking part in planning and implementing education programs
- there is no systemic financing of in-service teacher training
- teacher training programs are limited in scope, outdated and repetitive
- selection of types and content of programs do not consider the needs of schools, teachers and students
- institutions responsible for planning and implementing training programs do not have their own plans for professional development (this particularly relates to the Institute of Pedagogy)
- there are no clearly defined education quality criteria
- information on possible training is limited and not equally accessible to all teachers
- there is no system of evaluation of effects of training programs already done

In late September, a Teacher Trainer, Louise Buckingham, was appointed to the English Department of the Faculty of Philosophy in Tuzla, as part of the SPELT (Soros Professional English Language Teaching) program. This program envisages improvements in courses in foreign language teaching methodology and phonetics. The Institute of Pedagogy also organized intensive one year courses for English language teachers who work at schools included in the project network.

Within the "School Organization and Management" segment, OSF B&H engaged a team of experts to prepare a needs analysis. The purpose of this document is to define the main elements of the process of decentralization of education, for the purpose of greater autonomy of schools and improvements of processes that take place in schools. This implies new forms of organization of work, cooperation and distribution of responsibilities within schools and with their surroundings, building capacities for self-regulation, and flexibility and innovativeness of schools.
Particular attention was afforded to analyzing the situation in areas of: legal framework of school organization and management; schools and their surroundings; organizational structure, resources and processes. The analysis, which included school principals and teachers, representatives of the Ministry and the Institute of Pedagogy, as well as students, parents and business representatives, showed the following:
- within the context of legal framework, it is almost impossible to speak of school autonomy in terms of decision making powers in areas of planning and programming, direct interaction with the environment, or possibilities of additional financing
- there are no set criteria of professional knowledge and skills required for the position of school principal or member of the school management board
- parents and the local community are not actively involved in the education process
- the Institute of Pedagogy has a dual role - advisory and supervisory - but has neither the necessary capacities nor the expertise required for those functions
- there is no cooperation between pre-service teacher training institutions, schools and in-service teacher training institutions
- there are no quality standards and measurements, which results in, among other things, difficulties in student mobility.

Education Program

In June 2001, OSF B&H issued a public invitation for educators, offering assistance in publishing papers on inclusive education and education for special needs at pre-school, primary and secondary school levels. The intention was to initiate innovative practices and individual creative approaches to specific segments of teaching. Few papers submitted, however, demonstrate that the motivation of teachers is poor and it was yet another indicator of the current situation in relation to willingness to change.

Although present, the awareness of the need to change is often merely declarative, and usually just an abstract sense of the fact that things can no longer be the way they were, though with no concept of what it is we want, how are we to achieve it and with what kind of resources. On one hand, this further contributes to the frustration of the players in the education process, who are under constant pressure to provide basic material requirements of schools. On the other hand, in the absence of a broader vision of changes they desire, teachers and school management lose motivation for designing or implementing innovative changes.

Institutions responsible for designing and managing education policy lack the capacity for strategic analysis of the process of change. They lack even the basic guiding principles, such as the "ownership" principle, whereby all the players in the process are involved in strategy design from the very onset, as that is the only way to ensure successful and sustainable changes. New programs will otherwise never be implemented in practice, however frequently they may be officially declared or imposed through education legislation.
Project implementation experiences to date show that one of the key forces capable of effecting changes in the education system are students themselves, along with their parents. Beneficiaries, rather than process operators, are better prepared to think critically about shortcomings of the education process and to articulate new needs and requirements that education needs to respond to.

Secondary school students from Živinice and Tuzla present group work results at the workshop titled "In-service teacher training - a needs analysis" (Tuzla, June 16, 2001)

Between 21 and 23 September 2001, "The Center for Educational Initiatives" organized Education Fair titled "Everything is at a standstill, but children just keep on growing" in Sarajevo. The Fair was supported, among others, by OSF B&H and OHR. Twenty-two organizations presented their educational programs during the two-day Fair. Estimated numbers of visitors from different parts of the country was 1000.

The Young as Advocates of Change

Based on the Report on Human Development in B&H, dealing with youth issues, published by UNDP in 2000, OSF B&H Youth Strategy and the Millenium Youth B&H Conference (December 2000), the Joint Youth Program was developed. In early 2001, it became the core of OSF B&H activities directed towards the youth sector in B&H.

During 2001, the Joint Youth Program brought together five donors (along with OSF B&H, there are CARE International, UNDP, UNV and UNICEF), as well as youth NGOs and groups from all of B&H. The Joint Youth Program is a program with several areas, and their main goals include active participation of the youth in society, designing youth policies and strengthening the youth sector. During 2001, the Joint Youth Program assumed a role in international integration of the youth sector in B&H and identifying and linking other international projects and initiatives in the area, following its main principle of "no duplication, joint action instead".

The main goals of the Program are to contribute to the development of youth policies in B&H, and to strengthen and structure the youth sector in B&H. The goals are common to the entire Project as a long term, complex process of transition - a new way of thinking among the young, as well as the general public, government institutions and the media. The old model of youth participation and the state provisions for the youth had disappeared, and a new one has never been established.

The main problems in establishing a youth sector in B&H and developing youth policies are reflected in the following:

- The profile of youth organizations - mainly donor dependent, not based on youth needs, and lacking the skills for translating ideas into specific projects. The problem is a low level of motivation and lack of volunteer work.

- Authorities - state structures have a negative impact on the development of youth policies as they are over-bureaucratic, asymmetrical and too big, with over 200 ministries (13 ministries of

education!), with a bias that the young are socially immature, especially in terms of any part of the decision making process. This profile of the authorities, along with the overall political situation, further exacerbates and slows down the process of development of youth policies.

- International organizations - duplication of projects, no links, poor cooperation and lack of coordination, make the creation of a new system and a common youth program very difficult. If international organization fail to adopt a common idea, a common concept, at least in relation to the B&H youth sector, the ultimate result of the work on developing the youth sector is uncertain, and the results that can be expected in such a case are separation, fractions, dual structures which will not be internationally integrated, but will create divisions among the young and serve the goals of certain political tendencies.

- The media - B&H is still not a common media space and that is a very negative outlook for any national program. The media are not sufficiently interested in youth issues and are not accessible to youth organizations.

The results of the Joint Youth Program thus fare are the following:

- creation of a positive ambience for structuring the youth sector in accordance with international standards, in order to initiate changes and improve the position of the young in B&H;

- inclusion of 203 youth organizations and groups (approximately 50% of all organizations currently active) in Project implementation, and the overall establishment of cooperation of the young, irrespective of which part of B&H they may be coming from;

- establishment of 24 Local Youth Councils covering the entire B&H, thus creating the basic outline of the youth sector in accordance with the 1992 Council of Europe Resolution 237, and the European Charter on Youth Participation in Local Communities;

- implementation of 40 local projects and numerous other activities aimed at establishing contacts and lobbying with local authorities, return of youth facilities, education and promotion

activities;

- promotion and initiation of the issue of development of youth policies - launching the work through 6 working groups for the fields of education, employment, young persons with special needs, drug abuse/HIV/AIDS, culture and local activism;

- opening dialogue with over 50 government institutions of different levels (among them members of the Presidency, Chairman of the Council of Ministers of B&H, B&H Ministry for European Integration, RS Minister for Youth and Sports, etc.);

- presentation of the Program and individual activities in over 60 media outlets, including the key electronic and print media outlets in B&H;

- establishment of contacts and links with over 50 international organizations, associations and donor agencies in B&H and abroad, thus focusing their resources on the real needs of the B&H youth and decreasing duplication and parallel partial activities in the B&H youth sector;

- creating a clear, long term strategy in the process of structuring the youth sector and the next steps.

Finally, late last year, in order to provide better coordination, functionality and information flow, the Youth Information Agency was established within the Joint Youth Program. The Youth Information Agency will comprise 8 different services (information, youth consultancy, organization/training, advocacy, media relations, financial support, international cooperation and voluntary services, and will act as the implementation agent for the Joint Youth Program.

A postcard used for informing local authorities about establishment of local youth councils

Law Program

Rule of Law - Precondition for Open Society

Development of the rule of law as well as development of the civil society as a solid basis of a democratic state are goals of the overall transition of Bosnia and Herzegovina towards a modern democratic state.

OSF B&H Legal Program is firmly oriented towards creating an environment that would lead to the rule of law, and particularly towards the protection of human rights, as well as towards efforts to advance knowledge and skills of legal professionals, so that they can become pillars and promoters of the rule of law in the B&H society.

With OSF B&H support, clinical legal training has been introduced into the curriculum of the University of Sarajevo Law School. In the time period February - August 2001, the first part of clinical legal training was organized successfully in six subjects: Law on Obligations, International Public Law, Civil Law, Theory of Law/Human Rights, Labor Law and Criminal Procedural Law. The response of law students and legal professionals was extraordinary and thus the objective of clinical training - removing the long existing gap between legal theory and practice - was fully achieved. As of the winter semester of the academic year 2001/2002, the University of Banja Luka Law School will start its first legal clinic in Human Rights and Criminal Procedural Law.

Following a public competition for publishing support for textbooks, books and monographs in legal science, a commission of legal experts suggested the publication of the following:

-"European Human Rights Law" - Professor Ćazim Sadiković, LLD, a textbook on human rights.

-"European Contract Law" - Professor Nevenko Misita, LLD, a textbook on law on obligations.

-"Monography on Human Rights - Jasna Bakšić-Muftić, LLD.

The book titled "Theory and Practice of the European Convention on Human Rights" was promoted on December 12, 2001, the International Human Rights Day. Described as one of the most important publications in the field of human rights, the book is a necessary instrument of proper application of the European Convention on the Protection of Human Rights and all Protocols thereto which, pursuant to the Dayton Agreement - the B&H Constitution - takes precedence over domestic law. The book has been distributed to all international and domestic human rights institutions (governmental and non-governmental), law students and professors, legal practitioners, judges, prosecutors and attorneys in all of Bosnia and Herzegovina. The book is expected to improve the protection of human rights by contributing to better application of the Convention, and to allow domestic lawyers and law students better accessibility of a rich source of theory and practice of the Convention.

Translation and publication of "Practice and Procedure of the International Criminal Tribunal for Former Yugoslavia" (by John E. Ackerman and Eugene O'Sullivan) is another project aimed at providing education for lawyers.

Considerable experience in theory and practice of international humanitarian law and distinguished professional standing allowed the authors to offer a commentary of practice and procedure of the International Criminal Tribunal for Former Yugoslavia, which is a considerable body of literature on application of international humanitarian law.

The book contains commentaries and practice of the Statute of ICTY and its Rules of Procedure. The fact that this is a collection of numerous and enlightening considerations of the International Criminal Tribunal for Former Yugoslavia on the most significant issues of international human rights violations, generally accepted customary law, command responsibility, personal responsibility in the sense of Article 7.1 of the Statue, character of the conflict in former Yugoslavia, de facto and de jure responsibility, application of subpoena in relation to natural persons and states, relevance of evidence, protection of victims and witnesses, appeals procedure, etc., makes this book an irreplaceable source for any prosecutor, judge, defense attorney,

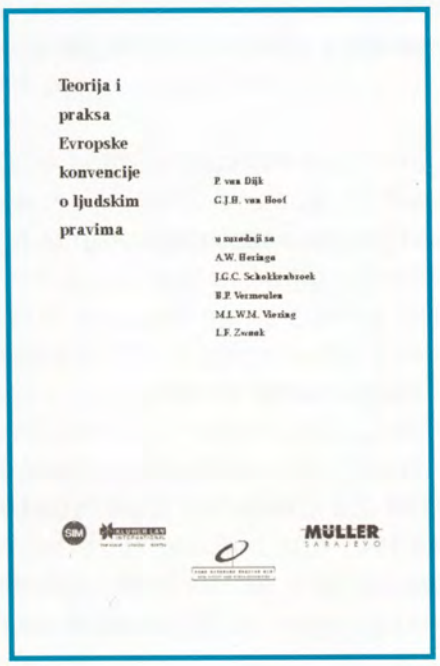
and other parties who do or may take part in criminal proceedings against persons who committed war crimes and other violations of international humanitarian law.
In addition to education, another program area of the OSF B&H Legal Program is juvenile justice.
The project "Adolescent Offenders in Light of Current Problems in Juvenile Justice" has been implemented in both B&H entities, through the establishment of special teams comprising professionals dealing with adolescents who have committed offences, or are otherwise linked with this problem. Teams include prosecutors, judges, social workers, police officers, attorneys and law professors from the Federation of B&H and Republika Srpska. Adolescent offenders themselves have a significant role in the Project.

Goals of the Project are:
- harmonization of legislation with international legal standards in this area,
- opening possibilities for applying alternative measures for young offenders, thus avoiding standard criminal procedure whenever possible,
- defining recommendations for the establishment of particular institutions, in order to create conditions for application of legally prescribed sanctions and measures, and creating conditions for fair trials of juvenile offenders,
- achieving a greater level of education and effectiveness of personnel involved in juvenile justice procedures,
- mobilization of the community for dealing with the issue of juvenile criminality, a serious problem in B&H.

The first phase of the Project produced a grim picture:
"Juvenile criminality as a form of socially unacceptable behavior is on the rise in B&H. In addition to persons of age, offenders are often minors, but the age limit of the first offence is changing, so that offenders are often even persons under the age of 14. Pursuant to the law they cannot be held criminally responsible and no criminal proceedings are initiated against them. Adolescents commit criminal offences alone as well as in groups and with other youths of legal age. They commit a considerable number of crimes in a short time, usually with particular persistence, ruthlessness and brutality - up to 10, 20, 50 or even more thefts, criminal

offences of infliction of grievous bodily harm, violent behavior, etc ...
There are no institution to provide corrective and educational services as part of the measures against minor offenders with mental or physical development problems, nor any other corrective detention institutions ..."

The "Legal Aid 2001" Project, implemented through" Women B&H - Mostar" Association should also be mentioned here. The Project included a considerable number of beneficiaries of legal aid in an extensive territory, all of south-eastern Republika Srpska, all municipalities of the City of Mostar and a large part of western Herzegovina. Admirable results were achieved through the efforts of the Association, through its office and mobile teams, and their work has been particularly commended by the City of Mostar, Municipality South-West, which engaged one of the teams to provide legal aid at the municipality full time, thus transforming the Project into an institutional form of legal aid provision by the state.



Cover of the translation of "Theory and Practice of the European Convention on Human Rights"

"Local Governance" Program

Transition to Effective and Quality Service for Citizens

In October 2000, Open Society Fund B&H initiated a Local Governance Program in Bosnia and Herzegovina, with the idea of supporting the ongoing reform of the local administration system in B&H. The intention was to mobilize all the players in target areas, so that they could express their interests, realize their rights, learn their obligations and overcome mutual differences.

The first step in the realization of the Program was to asses the needs of local administration in B&H. The study, prepared by a local consultant, included the analysis of local governments and public administration, and the study samples were four municipalities (two in RS and two in the Federation of B&H). In general terms, the study analyzed the discrepancy between a possible vision of good governance and the way the municipalities function, characterized by a lack of effective local governance, low level of transparency and a lack of citizen participation in the decision making process. It was further concluded that the lack of coordination between international organizations assisting in the local self-governance reform in B&H seriously undermines their efforts.

The Program defined three principal goals:

- to develop transparent, client-oriented and effective local governance mechanisms in target municipalities;
- to increase active participation of the population and civic groups in the decision making process at municipal level;
- to strengthen national capacities for improvements in local administrations.

The Program started with a pilot phase in three municipalities: Laktaši, Srebrenik and Tešanj, in cooperation with two NGOs, "EDA" from Banja Luka and the Center for Civil Initiatives from Tuzla.

The key element of the Program was to set up teams for changes, as the main agents of program activities in each of the municipalities. Teams for change were established in target

municipalities and they carried most of the program activities. They played a particular role in the creation of visions of local development, the mission of local governments, the code of good governance and intervention priorities.

The visions of municipal development and the mission of local governments, as sketched out, place their focus on the need for a comprehensive and systematic transition of local governance in municipalities included in the Project, striving towards new, improved roles:

- Local government as a modern and quality service provider for citizens and taxpayers;
- Local government as the driving and integrative force of local economic and social developments.

The Code of Good Local Governance in B&H is the result of the workshop of the same title organized in Gradačac in late September. It is a set of principles and values which allow the transition of local governments in B&H in their work and behavior towards becoming a modern quality service provider for the citizens, as well as towards promoting and guiding local economic and social development.

The Code is both declarative and normative. It sets the legal basis for a new role of local governance in the transition period. At the same time, the Code is a basis for development and application of good governance mechanisms in municipalities included in the Program. The Code is in the process of being adopted by municipal assemblies and councils.

In all the target municipalities, the public acquisition process was diagnosed to be one of the top priorities for improvements, related to transparency of work of local administrations. In that sense, assistance of experts was provided in order to improve the existing situation. The process was the following:

- Current public acquisition and contracting procedures in target municipalities were screened;
- An inventory was made of existing and required internal documents for the acquisition and contracting process;

"Local Governance" Program

- Necessary documents and procedures of public acquisition and contracting process in target municipalities were drafted in accordance with international standards and domestic legislation;

Training of public acquisition and contracting specialists was launched. In addition to the above, the Program provided technical assistance for the introduction of regular public opinion polls on the work of local governments and public services.

Staff evaluation and motivation models were tested, as well as planning and programming staff training procedures, along with curricula. In addition to this, model simplified procedures for the most frequent and the most complex jobs (removal of organizational "bottlenecks') were prepared. Instruments for defining work norms and standards are currently being developed. The Program envisaged development of tools and procedures in the area of internal and external transparency which will, once they are introduced, serve as an excellent basis for the introduction of ISO standards in local government operations.

In the part dealing with development of participation, the Program envisaged direct work with citizens and citizen groups. 32 town communities were identified, along with 45 civic groups, and a training program was launched, dealing with different democratic principles and skills required for community organization. This activity produced the following results:

- 45 citizen groups attended 270 hours of training on the following topics: the role of NGOs in democracy, development of civil society, civic organizations, identification of problems and organizing surveys in the community, action planning, launching civic initiatives, identifying priority problems, mobilization of community members, media work, presentation of problems;
- town community councils were reactivated;
- parliamentarian practices were established in the communication among citizens in civic groups and town community councils;
- specific forms of citizen participation in the municipal decision making process were established (team for changes);

An increased interest of the citizens, expressed through their participation in discussions, participation in the work of teams for changes, as well as the number of initiatives undertaken, are the best indicators of success in the realization of this part of the Program.

Excerpt from "Code of Good Governance"

...

For the purpose of this Code, local government is seen as a whole, comprising municipal assembly/council (legislative), municipal administration (executive) and public services provided at the local level.

In this Code, transparency means the public nature of the work and openness of the local government to monitoring and control in all its segments.

Effectiveness means prompt, quality, client-oriented and economical work aimed at satisfying the needs within the competence of local governments.

Participation means organized impact of citizens and taxpayers on the decision making process and services in the area of local governance.

...

Municipal teams for changes in Laktaši, Srebrenik, Tešanj

Workshop on "Creating a Code of Good Governance"
NGO "EDA" Banja Luka
Gradačac, September 27-28, 2001

"Roma" Program

Energy That Needs to be Shaped and Focused

... Even if we cannot identify too many examples of direct attacks against safety and lives of the Roma people in B&H (as it is the case in some other countries in the region), the fact remains that the non-Roma population of this country maintain a "passive segregation policy"- we will not attack them directly, but we will also do nothing to make their lives easier. It is a common bias: Roma are as they are, it is simply "the Roma fate to be as they are", etc. This set of biases is shared, of course, by many who hold the positions that should force them to do something to change the situation the Roma are in. Thus, living in Bosnia and Herzegovina as the largest "minority population", out of sight in the total opaqueness of the constitutioanl category of "the other", the Roma share all the problems of the citizens of this country, but have an additional one - they are Roma. For if the Constitution fails to recognize them as Roma, the fact is that their non-Roma neighbours and fellow citizens very well do - and this recognition, unfortunately, creates more problems than benefits for them.

The long term goal of the OSF B&H Roma Program is to help bridge the gap that divides Roma from the rest of the society. The overall measure of civilisation of the society we live in must include the size of this gap.
With this orientation, we divide our available energies towards three main areas: capacity building of Roma associations and Roma participation in the "third sector" and civic initiatives: inclusion of the Roma into the education system; and general recognition, protection and support to the Roma culture and ethnic identity.

As for the inclusion of Roma into the education system, OSF B&H focused on the problem of inclusion of Roma into the primary education system and the fact that when they start primary school, Roma children leave shortly. Analyzing the complexity of the problem - often ignored and simplified, in accordance with the common bias towards the Roma - OSF B&H decided to intervene at the level of pre-school education. We thus wanted to indicate (and we will continue to work on that) the significance of adequate preparation for school, which is important for all children, but especially the Roma, since when they start first grade and enter a system they are even less prepared for than their non-Roma peers - all due to the sad fact of the Roma

social position (and not some "natural" aversion of Roma children towards school). Roma families are also usually unable to provide their children with adequate conditions for attending school. Solution to this problem requires active involvement of education institutions and authorities, as well as Roma and non-Roma communities (both parents and children). The OSF B&H partner in this operation is the Center for Educational Initiatives from Sarajevo, which has years of experience in the application of modern approaches to pre-school education in the entire Bosnia and Herzegovina.

Based on our analysis of the situation in Roma associations, we arrived to the conclusion that they require assistance in elevating their associations to a better quality level, to change the paradigm from the so-called "humanitarian activism" to civic activism.

This intention does not mean in any way that the disastrous situation of the Roma in terms of basic survival requirements is ignored - the humanitarian dimension of their situation remains present, as is the case with many other citizens of Bosnia and Herzegovina. Our approach does not imply in any way whatsoever that any humanitarian activity related to the Roma should cease (this includes Roma associations). We are calling for a serious thought on the causes for the kind of situation that requires humanitarian action, as well a serious thought on long term strategies for the kind of social activity (rather than just humanitarian) that should eventually eliminate the need for humanitarian actions. Therefore, if we have a situation comparable to that after a devastating earthquake, this does not mean that we should see it as a natural disaster. For the disastrous living situation of the Roma (just like anyone else in B&H today) is not the result of a natural disaster, but rather of specific social, economic and political processes.
We wish to guide Roma associations towards more comprehensive, more complex and long term analysis of the social, economic and cultural position of the Roma in B&H, and build their capacity for action in accordance with modern ideas of civic actions, and include them into ongoing processes of development of the third sector in Bosnia and Herzegovina..

For that reason, OSF B&H initiated a long term project of building and strengthening capacities of Roma organizations and associations. Our main partner in this is the local non-governmen-

tal organization "Be My Friend" from Sarajevo - an organization of non-Roma people who chose to turn towards the Roma, to extend their hand across the uncivilized gap that exists in our society between the Roma and everyone else (irrespective of how much we would like to rationalize this situation for ourselves). Wishing to build on the results the organization has already achieved, the Project "Development and Empowerment of Roma Organizations and Associations" has been continued. Together with the NGO "Be My Friend", OSF B&H is, as we hope, entering a process of long term collaboration and development of partnerships with Roma organizations included in the Project.

We also hope that this activity will allow us to strengthen the organizations concerned to create new, more meaningful and more fruitful partnerships with other bodies wishing to assist the Roma in Bosnia and Herzegovina, and open, at the same time, a more purposeful process of mutual cooperation and coordination, and thus elevate the overall Roma organization to a level that would allow them to enhance the development of the Roma movement in Bosnia and Herzegovina.

Roma children at the Pre-school center within Primary School "Džemaludin Čausević" Sarajevo

"...Today, when I am twenty years older, over my morning coffee and papers, I look at those past twenty years - a tiny association, members with so little knowledge and education, zero help. I sat at home, at this very table, and tried to build my own vision of the association: oh, God, if only I could reach You, so that my wishes may come true, that my Roma brothers, sisters, children, all become as great as You.
Today, twenty years older, I thank God and others. My son is the second person in the state, many Roma are public figures and politicians. We have a beauty queen who will represent the country at the "Miss World" competition. School problems - a thing of the past. We have beautiful homes and we visit each other, and, my greatest desire – St. George's Day is a Roma national holiday. God, I have reached You!"

NGO "Bosnian Roma" Sarajevo

Training Workshop "Formulating visions"
Project "Building Capacities of Roma NGOs"
NGO "Be My Friend" Sarajevo
Vogošća,
November 3-4, 2001

"Civil Society" Program

Civil Society as a Question of Values

... After the war we started referring to citizens associations as "non-governmental organizations" and the phrase "civil society" has become a general point of reference. However, the content different speakers refer to when they use these two words in Bosnia and Herzegovina today is a totally different matter. This versatility and confusion in the public discourse is perhaps a key element of so-called "issues of civil society in B&H". Numerous non-governmental organizations have been established, and pre-war ones revived. They are all trying to adjust to "modern times" - within their own understanding of the "idea of civil society" and interpretation of the current situation in the society.

One of the main issues the OSF B&H was interested in regarding the possibilities for development of civil society in B&H was the issue of the actual understanding of the very concept of civil society - among general population as well as activists, people who founded different non-governmental organizations and designed specific projects.

Among civil society theoreticians and researchers there is a debate as to what is implied by the phrase "civil society", how is this term used, and what is truly new in comparison with earlier notions contained in terms such as "interest groups" or "the non-profit sector". There is also a discussion as to what kind of usage of the term is more desirable, better justified or more productive: the one that may be marked "prescriptive", or the one marked "descriptive". The difference may be as follows: the term "civil society" refers to associations and organizations which represent or "embody" very specific values (a set of values we thus imply); or, the term "civil society" simply refers to all forms of association - thus, irrespective of our possible evaluation of their current efforts and goals. Some analysts believe that the term "civil society" is often used in such a way that it ignores the aspect of value. And by ignoring it, according to this interpretation, we fail to see how what we tend to mark as "civil society" may, in fact, contain very dangerous elements (namely: thus a legitimate factor of civil society can also be, for example, a neo-Fascist or a racist organization, an association with a nationalistic program, or a fanatic religious organization, etc.)

We believe that the issue of values is inseparable from the issue of civil society and that this is particularly important for the current phase of development of civil society in B&H. This is why OSF B&H directed its work towards identifying and further articulating and supporting those civic initiatives that promote and strengthen the elements that are, as we see them, part of the basic values of civil society. We hope that we have thus been able to contribute to strengthening certain positive trends in the overall political climate in the country, as announced by last year's election results in Bosnia and Herzegovina.

In this, we bore in mind the fact that efforts in better articulation of demands of the 'third sector; must be adequately accompanied by stimulation of proper understanding and determination, as well as development of capacities of the "government sector" to respond to those demands. In that sense, actions at the level of local government are of particular significance for us. Promotion of reforms which will result in a legal ambience more responsive to the third sector has had and will continue to have our support.

OSF B&H tries to extend continuous support to this quest and reexamination of civil society perspectives in B&H. In that sense, we have tried and will continue to try to be present at the most sophisticated theoretical level of the academic community, in reflections on specific practices and exchange of experiences among leaders and experienced activists of different organizations, to the level of the community, in actions aimed at mobilizing and involving as many citizens as possible. Through projects and partnerships, OSF B&H has intervened on different levels and thus took part in processes which, as we hope, lead towards improving public understanding of the idea of civil society, and towards us as a society which idealizes, to an extent, the very idea of civil society. We also hope that in the past period we were able to contribute to further development of capacities of local civil society structures - in terms of clearer visions, better articulation of goals and greater competence in project development and implementation.
Starting from our preoccupation with the issues of the state of public awareness and public dialogue on civil society, we initiated a type of "media campaign", as much as we were able to, by supporting a number of journalistic projects (so far mainly in electronic media) on the issue of civil society.

"Civil Society" Program

In selecting our partners among NGOS, it was natural that we turned to those guided by their own ideas and programs, different from those trying to anticipate the desires of potential donors and adjusting to them - irrespective of how much that may or may not be related to the real needs of the community where the non-governmental organization actually works. We were particularly interested in the ability to focus and differentiate global from local issues, tactical aspects from strategic ones, short term goals from long term ones, and a planned and rational approach to different forms of cooperation with other NGOs, networking and coalitions.

Among others, our partners were: Center for Promotion of Civil Society from Sarajevo - we recognized them as the group that wishes to approach the issue of civil society in a planned and systematic manner, with a particular focus in the issues of local governance and civil initiatives at this grass-root level; Centers for Civil Initiatives (Banja Luka, Tuzla, Mostar, Sarajevo) - we found a strong coalition and a network with clear goals (which is encouraging, in light of the current trend of networking for the sake of networking) and a very competent project management, with results demonstrating good organization and realistic future potential; International Forum Bosnia - oriented towards the specific cultural identity of Bosnia and Herzegovina, trying to interpret it in a way very productive and beneficial to the future of B&H society - in terms of its chances for a transition towards democracy and civil society, a multi-cultural character as its wealth and advantage, rather than a "curse", and gathering distinguished domestic, regional and international intellectual forces.

Our desire is that we should all be present at the B&H "civil scene" as much as possible, to quote Alan Atkisson, in listing qualities civil society requires from us; to be participatory, open, synergic, intuitive, committed to the truth, visionary and enthusiastic. Or, as he put it, to be "positive towards the future". In reality, it is hard to be positive towards the future here and now. But, none of this is about something that is easily done.

"... we see the issue of minorities as one of the key issues of civil society.

By linking it solely to the issue of ethnic and national minorities, it is manipulated by the top level political circles, which often use "minorities" defined in this way as a mere means to their political ends, often completely unrelated to the improvement of the living conditions of the said "minority".

In such an ambience, many other minorities defined differently (interest groups, sub-culture groups, women (?), the elderly, persons with disabilities, etc.), are completely de-politicized and socially marginalized.

We, though, see civil society as a social space where minorities (in the widest sense) can recognize their position in society, articulate their own needs, satisfy their needs even partially, or launch their demands to politicians..."

Excerpt from Project on "Civil Society - A Solution for Minorities?"
GUMA - Građansko uporište multikulturnih aktivista
"civic forum of multicultural activists"
(NGO Coalition: "Ambrosia", "Album", "Nansen Dialogue Center"

Women's Program

Life without Violence - A Basic Human Right

The mission of the OSF B&H Women's Program is to promote and improve women's human rights, equality and empowerment of women as an integral part of the democratization process. As the respect, recognition and promotion of the right to diversity and opposition to discrimination of "the other" and different are in the very foundation of the idea and philosophy of open society, thus the mission of the Women's Program is to promote the culture where gender diversity will not serve as basis for discrimination, marginalization and exclusion of women.

In the post-war transition in B&H, many aspects of hidden, endemic violence against women have started to be voiced, have become subject of public perception, far more visible, or at least a legitimate topic of public debate. One may say that a true democratic achievement of this region and a sign of a nascent civil society is the fact that despite the ever present blindness and insensitivity towards the problem of violence against women, to claim that "there is no violence against women in our society" or "women are to blame for the violence against them" etc. has become an uncivilized gesture.

The social phenomenon of violence against women is in the focus of interest of the Women's Program and it is at the core of our strategy. The Women's Program assists all the projects and initiatives that are to introduce us into the world of international integration and bring us closer to the generally accepted, civilized standards in the field of women's human rights. The policy of the Women's Program is to extend support to those programs where the state has "fallen short", in a manner of speech. We not only provide financial support to such projects (SOS hot-lines, anti-violence campaigns, safe houses for women, development of documentation data bases on trafficking in women in B&H, etc.), but also assist and initiate such programs, thus giving a symbolic message on which areas of democratization are being ignored, forgotten, side-lined. That, in fact, is the "policy-making" contribution of the Women's Program to the overall democratization of our society. This "policy-making" approach is manifested in the fact that throughout 2001 we can be said to have successfully focused our strength on achieving clearly defined strategic goals of this program, and they were:

- Raising awareness of the extent of violence against women through education, documentation and the media;

- Technical and professional assistance to non-governmental organizations providing counseling and education to victims of violence against women;

- Technical and professional assistance to safe houses providing accommodation, care and psycho-social assistance to women and children victims of violence.

One of the projects we would like to emphasize is the "Stop Violence Against Women" media campaign, realized in collaboration with the Center for Contemporary Arts in Sarajevo. In the first phase, the Center for Contemporary Arts brought together a campaign team, and the OSF B&H Women's Program designed and conducted a training program for the team on the following issues: what is violence, who are the victims of it, who are the perpetrators, why do women remain in violent situations, which psycho-social and economic factors contribute to long term violence, what is the violence-"kindness" cycle, what can be done to depart from the cycle of violence and what can a campaign against violence achieve and how (a critical analysis of other campaigns, drawing on experiences). From the onset, our position was that a campaign like this had to be created by a team not only trained and qualified to conduct media presentations, but also a team that includes persons who "feel the problem" and possess basic theoretical knowledge on the nature and focus of violence against women in private and public life, and that OSF B&H Women's Program should provide the campaign team with expertise and theoretical input.
9 TV clips and 9 radio jingles were produced, with typical, concrete cases of violence against women in our country. The main strength of a campaign designed in this way is, in our opinion, in the fact that it speaks about violence against women in a clear language of facts, with no set phrases, melodrama, docility or brush-ups.
The campaign is run on Mreža plus, a network of eight local TV stations covering approximately 80% of the entire territory of B&H (both the Federation and RS). Radio jingles are played on B&H Radio, the station that covers all of B&H, and provides information an entertainment programs for the country. Soon after the first video clips and radio jingles were played, stations

started receiving calls from victims asking information on whom to address, and we thus continued the campaign with messages indicating who to report violence to as well as SOS hotline numbers in the country available to the victims.
On one hand, the campaign shed light on the problem and made it even more visible and, on the other, generated interest and assisted the victims, and it was extended as a systematic form of education and sensitization of the public. It continues with a short documentary format (five 5-7 minute documentaries designed to allow the audience, victims and witnesses of violence, to recognize violence in its most basic manifestation and to develop a critical attitude towards the social-cultural context it appears in.)
One of the burning problems linked to violence is the accommodation of women (and children) forced to leave extremely violent homes, be it that they are thrown out to the street (usually with children), or they finally gather the courage to leave the home where they suffer violence. Our society does not yet have institutions such as shelters or safe houses, and non-governmental organizations, social work centers and the police indicate that the principal problem is indeed how to provide even temporary accommodation and care for victims of violence. As for violence in private life, it should be noted that the law still allows persons convicted for violence to remain in the same household with the victims, which makes their lives unbearable. The Women's Program has assisted the establishment and functioning of two such shelters in the country. Their main principles are: moral and material support to women who have been victims of violence and provision of safe accommodation; the principles of work of the shelter teams are shared responsibility and mutual understanding, with the main motto: "there is a way out of any situation of violence".

Experiences of both projects show that the safe houses are always full and that B&H needs many more institutions of this kind, and that stories of safe house residents are so dramatic and painful that the response of the society should be far greater and more effective. For example, in just three months the shelter in Sarajevo accommodated 30 women and 38 children. This is sufficient illustration of the extent of the most serious forms of violence which force women with children to leave their homes, and how great is the need for this type of accommodation.

Problems of trafficking in women and forced prostitution is also part of the program area of violence against women. OSF B&H Women's Program provided assistance for the B&H branch of La Strada, with the aim of establishing a documentation data-base and facilitating reporting on the situation in B&H. In addition to reporting on the situation in B&H, documentation should be of assistance in lobbying, advocacy and social support to women victims of trafficking.

Led by the policy of empowering the most vulnerable segments of female population, in 2001 the OSF B&H Women's Program supported specific projects aimed at empowering the parts of female population suffering multiple discrimination on grounds of race, ethnicity, social status, and gender-based discrimination and violence within their own ethnic group and family (Roma Women – Life and Representation, and Literacy Program for Roma Women - Displaced Persons).

Stills from the campaign "Stop Violence against Women"

Special Initiative

New Approach to International Support Policies

The Open Society Fund Bosnia and Herzegovina (OSF B&H) undertook the actualization of a Special Initiative: "Policies of International Support to SEE Countries - Lessons (not) Learned in B&H", with the aim of suggesting recommendations for modifying existing, and defining new, policies of international support that would be of use to the Stability Pact policies for SEE countries on the basis of critical evaluation of international policies. Mistakes made in B&H do not have to be repeated in other countries, while the lessons learned in B&H can be of use, not only to SEE, but also to the necessary transition of international organizations.
It should be born in mind that this is the first time that an evaluation of international support policies is being made by the beneficiaries of this support and assistance. In addition, this is one of the rare attempts to evaluate the entirety of international support policies, i.e. in all "sectors", keeping in mind the support of all international organizations and bilateral donors.
This Study could not, of course, individually analyze all policies in detail, nor could it provide answers to all the questions raised. We would like to believe that we have posed the important questions and thus contributed to the idea of the transition of international support policies and international organizations.
A great number of important issues that have been raised in the ever growing discussion on globalizm, its advantages, challenges and dangers, have been discussed in the text of this Study. They have not been generally analyzed, but have been identified and critically evaluated within the scope of the practice of B&H and international support policies. We hope that this will be an additional, modest contribution to the globalization discussion.

The analysis of international support policies on the B&H example presented in this Study will include the period following the Dayton Peace Agreement (GFAP - "The General Framework Agreement for Peace"), i.e. the period from 1995-2000, except in certain areas where there is a direct need to make a brief review of the wartime period (1992-1995).
The analysis of the situation in B&H "five years later" can demonstrate the real success or failure of, not only the GFAP, but also other forms and support policies in B&H that are not formally a part of the GFAP, such as support for economic development, etc.

Precisely this work on action-oriented research has demonstrated that those areas and international policies that are not "political", and that are decisive for determining the future of the people and country, are more important for the ultimate success of the GFAP. These areas span economic reconstruction and development, the social sector and the development of civil society and human rights. It is for this reason that these aspects of the current situation in B&H, and the results and failures of international support policies, were broadly analyzed.

The role of the local authorities in B&H related to the implementation of the support and assistance policies is not analyzed in this document. Their role in B&H is exposed to constant and very justified criticism of the international organizations (lack of efficacy, political obstruction, corruption, etc.). It is clear that local authorities are major contributors to the failures of international assistance and support policies.
However, justified criticism of the local authorities should not lead to the neglect of critical evaluation of international support and assistance policies themselves. Moreover, the structure of the local authorities and their functioning are defined by the GFAP, which is one of the most important frameworks of international policies aimed at the normalization of the situation in B&H.
Therefore, critical evaluation of international support policies cannot offer "amnesty" from the responsibility of local authorities that were in power until the November 2000 elections. The political changes in B&H carried out on the basis of the results of these elections herald positive changes. It is only under these conditions that the recommendations of this Study can be of use to the new local authorities.

The critical evaluation of international support policies intends to develop a constructive approach to improve these policies. The precision of this critique is in opposition to the local stereotype that "expatriates do not work and know nothing, while receiving enormous salaries". This stereotype is only another side of the same problem, the ineffectiveness of local authorities and international support policies.
We hope, therefore, that this attempt, with all of its limitations, will be of use to international organizations in B&H.
It is true that without the support of international organizations, B&H would not exist today,

politically, economically or socially. However, this is not an outcome that can today provide anyone with satisfaction. The aim for which we should all be striving is an economically and socially sustainable B-H, a civil and democratic society, i.e. a politically stable State and an open society. This aim requires changes in the approaches and concepts of international support policies in B&H and SEE countries.

This Study was carried out by the following team of experts: Dr. Žarko Papić, Coordinator of the expert team, Dr. Zoran Pajić, Dr. Dragoljub Stojanov, Fikret Čaušević MSc, Dr. Paul Stubbs, Dr. Mirza Kušljugić, Sevima Sali-Terzić, Zoran Udovičić, Ljiljana Mijović MSc and Dr. Vesna Bojičić-Dželilović (in order of the chapters).

This project will be concluded by the International Conference titled "Developing New Policies of International Support to Southeast Europe Countries" in February 2002, when the Study will be made available to the public.
The objective of the conference is to come up with proposals for more effective international policies in support to Southeast Europe countries based on recommendations in the Study devised through the confrontation of different views and approaches to the problem.

...

Development aid, which was vast in B&H, showed very low cost efficiency. It seems that the weakness of the concept of development aid in B&H was more evident than in other countries. Primarily, this was due to underestimating local capacities and consequentially, neglecting the development of the social sector and to the total lack of links between economic and social reconstruction. One consequence is that post-war poverty in B&H has not decreased, even after 5 years of international assistance. On the contrary, there are signs that it has actually increased, and this will be dramatically accelerated through decrease in assistance and the effects of privatization of the economy.

...

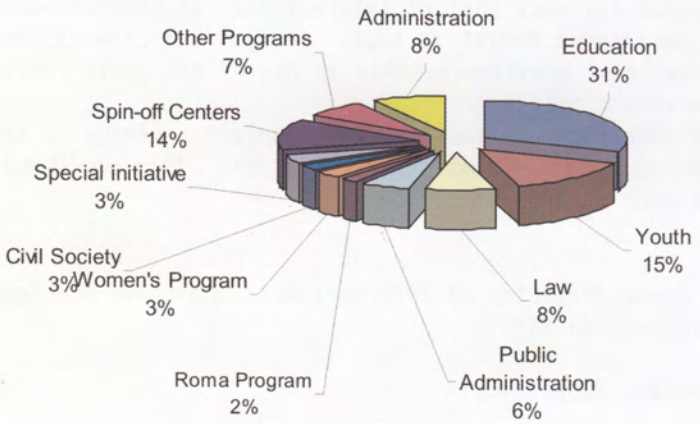
The need for greatly increasing cost efficiency of international support policies is evident. In order to achieve this, they have to have an integrated approach and be more coordinated, transparent and accountable to assistance beneficiaries.
The fundamental issue is, what part of international assistance reaches the beneficiary, what part of the assistance budget is truly used for assistance? Implementation costs drastically decrease real assistance. This is one of the basic reasons for the low cost efficiency of assistance policies.
The engagement of local human resources, and complete reliance on local goods and services, should be a priority of new assistance policies. This would make the implementation costs an integral part of the assistance.

Excerpt from the Study "Policies of International Support to SEE Countries - - Lessons (not) Learned in B&H"

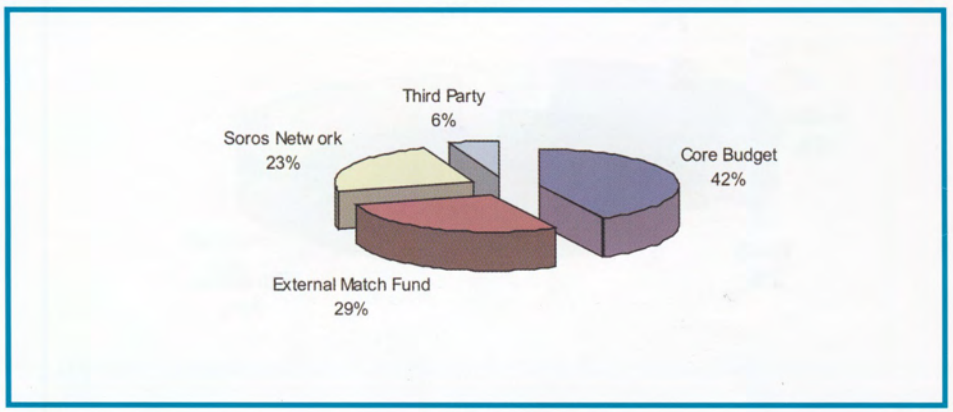
Open Society Fund B&H, 2001

Financial Report

EXPENDITURES AND COMMITMENTS 2001	$4,005,000
Education	$1,221,000
Youth	$601,000
Law	$321,000
Public Administration	$230,000
Roma Program	$74,000
Women's Program	$124,000
Civil Society	$115,000
Special initiative	$139,000
Spin-off Centers	$557,000
Other Programs	$294,000
Administration	$329,000

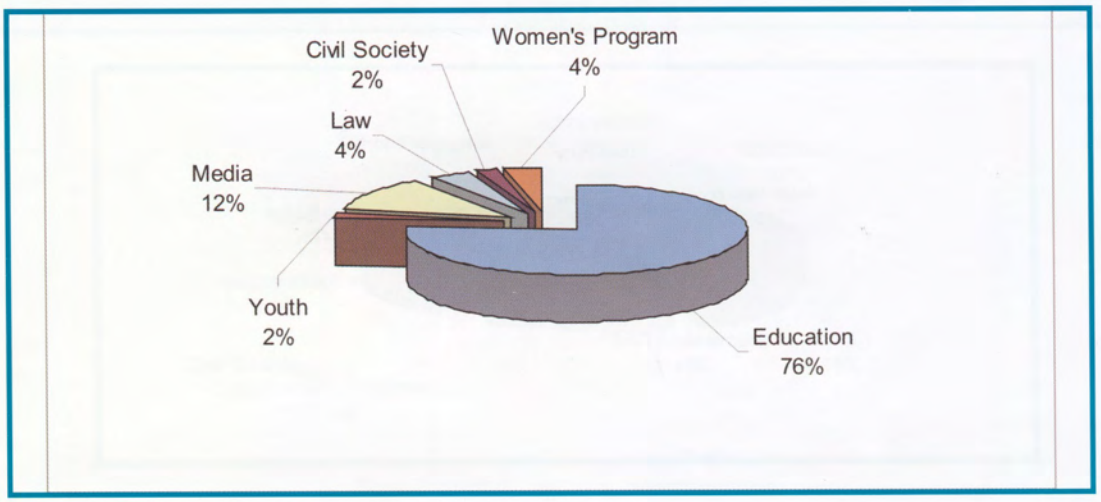
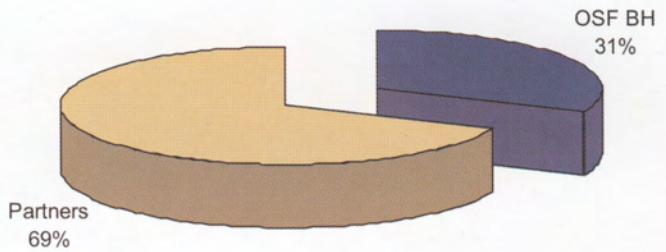


FUNDS 2001	$4,005,000
Core Budget	$1,701,000
External Match Fund	$1,151,000
Soros Network	$924,000
Third Party	$229,000



Financial report

PARTNERSHIPS 2001	$3,680,000
Education	$2,821,000
Youth	$67,000
Media	$444,000
Law	$143,000
Civil Society	$70,000
Women's Program	$135,000



PARTNERSHIPS 2001	**$3,680,000**
OSF BH	$1,151,000
Partners	$2,529,000